

# **Supporting Refugees and Migrants**

**Report for**

**The Tindall Foundation**

**And**

**ASB Community Trust**

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## Acronyms

ASAP	Auckland Settlement Action Plan
DoL	Department of Labour
EFC	European Foundation Centre
ESANA	Europe (including Russia)] South Africa and North America and South Asia,
FACS	Family and Community Services
GCIR	Grantmakers Concerned with Immigration and Refugees
MSD	Ministry of Social Development
NGO	Non-governmental organization
SNAP	Settlement National Action Plan
SSNZ	Settlement Support New Zealand
TEC	Tertiary Education Commission
UNHCR	United Nations High Commissioner for Refugees

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## Executive Summary

This report was commissioned by the Tindall Foundation and ASB Community Trust to assist them take a more strategic approach in their grantmaking in support of the needs of refugee and migrants over the next three to five years.

Approximately 20% of migrants entering New Zealand are primary applicants under the skilled/business Department of Labour category. Other migrant categories are family reunion (for which there are special provisions for refugee family members), the Samoan Quota Scheme the Pacific Access Category and the Zimbabwean Residence programme. Young people from a range of countries are also eligible to apply for work in New Zealand under a range of Working Holiday Schemes. Recently the government announced a temporary working visa scheme for people from the Pacific Islands. New Zealand also has an annual quota of 750 refugees. In addition a number of asylum seekers arrive in New Zealand each year and claim refugee status.

New Zealand's population has become increasingly diverse over the last fifty years as immigration patterns have changed, and increasingly diverse groups of migrants and refugees have arrived. The 2006 Census shows that Pacific Peoples, Asians and people from the Middle East, Latin America and Africa now live in all Territorial Authorities in New Zealand (apart from the Chatham Islands).

In response, in recent years the government has had an increased focus on developing policies, strategies, plans and programmes aimed at good settlement of refugees and migrants and acceptance and understanding of diversity in New Zealand.

The National Settlement Strategy provides an overarching framework for the development of regional and local strategies. The Goals of the National Settlement Strategy are

1. obtain employment appropriate to their qualifications and skills
2. become confident using English in a New Zealand setting or be able to access appropriate language support
3. access appropriate information and responsive services that are available to the wider community (for example housing, education and services for families)
4. form supportive social networks and establish a sustainable community identity
5. feel safe expressing their ethnic identity and be accepted by and become part of the wider host community
6. participate in civic, community and social activities.

Clearly there is a role for grantmakers in supporting communities and voluntary sector organisations to meet these goals.

Alongside these settlement strategies and plans a number of government agencies have developed ethnic responsiveness plans. The Human Rights Commission, under the office of the Race Relations Commissioner has developed and facilitates a Diversity Action Programme which aims to connect organisations that value cultural diversity and promote positive race relations in New Zealand. More recently the

Human Rights Commissions released a National Statement on Religious Diversity for comment followed by a national forum to debate the issues.

Yet it is difficult to obtain an overview of all government funding going towards the support of voluntary organisations and refugee and migrant community-based organisations. Developing an overview of this funding is currently on the workplan of the DoL Settlement Division.

A brief review of private funding in support of migrants and refugees showed that in general grants are very small scale (the majority being under \$10,000). Such small scale, projectised grants makes it extremely difficult for organisations to run ongoing programmes which really make a difference in refugees and migrants' lives. In general grants went to ethnic based organisations and although there is little specific data on the nature of the grants given, it appears that quite a number were directed towards holding events or meetings.

Grantmakers in both North America and Europe are increasingly aware that refugee and immigrant issues are among of the most prominent social issues affecting communities. Some believe that support for migrants and refugees is not a specialist funding niche, but at the core of social, economic, political and human rights issues, in both rural and urban areas and that every issue is an immigration issue. The impetus for much of the increase in activity has been the perceived scapegoating of immigrants, and particularly refugees in the name of the war on terror and the realisation that inter-group relations will be an issue that many communities, towns and cities will need to address for years to come. Funders note that they need to also realise that new groups continue to arrive with different problems and needs; and more established groups make their way to new places and areas where they continue to face ignorance, discrimination and in some cases violence. Simultaneously, there is a need to recognise the diversity within immigrant communities and overcome stereotypes.

To address these issues funders have formed networks, funding consortia and partnerships of grant makers with an interest in immigrant and refugee issues. Funders also express an interest in wanting to learn more about the issues themselves.

Further, support for refugees and migrants is cross cutting rather than a separate issue for most philanthropic organisations. For most funders, activities which provide support at the local level are given high importance because this is where integration has to work in practice.

Funders provide support for programmes addressing integration, for long-term immigration reforms and to restore immigrants' civil rights and civil liberties, employment, capacity building support, programmes which can help bridge differences among immigrant groups and between immigrants and the host community.

There is scope for New Zealand philanthropic and grant-making organisations to ensure migrant and refugee issues are addressed in all of their programme areas and support programmes within their areas of interest which

- address refugee and migrant employment
- increase access to services
- build capacity to support refugee and migrant groups developing the capacity to advocate, plan and provide services to their own communities and participate fully in the public arena and in public debates. Alongside these

there is a need to build the capacity of mainstream voluntary organizations to address migrant and refugee issues.

- Provide support for asylum seekers and their families
- Work collaboratively with other philanthropic organisations to increase knowledge of the issues
- Further develop and promote philanthropy in New Zealand by increasing understanding of understand the philanthropic traditions of migrant and refugee groups in New Zealand.

It is important that grantmakers take time to:

- develop their knowledge of refugee and migrant groups in New Zealand; this is likely to involve increased community outreach
- enter into dialogue with groups so that requirements are understood.
- ensure the application processes are clear and accessible.
- develop relationships with one or two key organizations or clusters of organizations working on particular issues and fund them more significantly over a number of years
- work closely with other funders to ensure there is no (or little) duplication.

## **1. Introduction**

This brief report was commissioned by the Tindall Foundation and ASB Community Trust to assist them take a more strategic approach in their grantmaking in support of the needs of refugee and migrants over the next three to five years. The findings of the scoping exercise have relevance to all grant-makers in New Zealand as they respond to the increasing diversity within New Zealand society.

The report covers the methodology used to gather data for the report, a brief description of what we mean by the terms refugee or migrant, an outline of New Zealand's demography at the time of the 2001 and 2006 censuses, why supporting migrants and refugees is important, an overview of government strategies and programmes in the area, a brief analysis of private funding for refugee and migrant assisting NGOs and community based organisations, approaches taken by philanthropic organisations overseas, and some suggested areas of focus for New Zealand philanthropic and grantmaking organisations.

## 2. Methodology

A range of methods was used to complete the work.

- Interviews with the Manager of the Tindall Foundation and ASB Community Trust CEO to clarify expectations of applicants and their methods of monitoring and evaluation, and to understand what they have done in the past; what's been successful and what hasn't been so successful.
- A review of material from the Tindall Foundation and ASB Community Trust to further understand their grant giving philosophy and gain an overview of their history in the area of refugee and migrant support.
- A review of various national, regional and city Settlement Strategies. E.g. the New Zealand Settlement Strategy, the Auckland Regional Settlement Strategy the Wellington Refugee Health and Wellbeing Strategy.
- A review of international practice in the area of grant giving to support refugee and migrant integration and settlement
- A small scale mapping of the work of other funders, including New Zealand philanthropic organisations, active in the area
- The draft report was peer reviewed and then discussed in separate meetings with ASB Community Trust staff, the manager of the Tindall Foundation and the Board members or Trustees of each organisation.
- Information concerning each government agency was sent to the relevant staff for comment to check accuracy and currency.

Literature on refugee and migrant needs uses a variety of terms. These include: acculturation, biculturalism, multiculturalism, marginalisation, assimilation, integration, segregation and settlement. They refer to both the process and the outcome of resettlement, and confirm that there is no agreed definition of what resettlement is or when it has occurred. (Gray and Elliott, 2002). This is compounded by various ethnic strategies and programmes in New Zealand. However the issues of ethnicity, settlement, integration etc all cover aspects of societal processes which affect refugees and migrants and are therefore intrinsically intertwined. Therefore a number of terms are used throughout this report in exploring the issues.

There were a number of limitations to the study. It was agreed at the outset that the main focus of the study would be on refugees and migrants from outside the Pacific. Nevertheless, the report comments on the settlement needs of newly arrived Pacific migrants and notes that Pacific peoples share many of the same settlement issues faced by other migrants arriving in New Zealand.

The study did not set out to consult with members of refugee and migrant communities, nor agencies that work with them as there have been a large number of consultations with these communities and organisations by various government and non-governmental agencies over the last few years and there are some anecdotal reports of consultation fatigue and a thirst for action. The report therefore draws quite heavily on the Auckland Settlement Strategy which has been developed over the past two years. The seven phase process of developing the Auckland Regional Settlement Strategy involved collecting and documenting feedback from a wide range of stakeholders, including migrants and refugees<sup>1</sup>. Their voices are heard clearly in

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<sup>1</sup> Refugees and migrants were involved in consultations at a number of levels. There were three Advisory groups for the study; each contained refugee, migrant or Pacific peoples' membership. Pacific, migrant and refugee discussion groups were held with the notes from the discussions synthesised into a report which was circulated to formal and informal community leaders. These discussion groups were followed by wider community forums



the strategy document. The report draws heavily on the results of these consultations although it also comments on some gaps in the strategy.

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involving over 25 ethnic groups with more than 100 participants. For Pacific people, seven ethnic groups were represented by their elected members and more than 45 participants involved. Discussion groups were also held for women, older people and youth and for community-based providers for Chinese communities and several key organisations.

### **3. Migrants and Refugees: who are they and how do they come to New Zealand?**

A number of terms are used to describe migrants, refugees or refugee status seeking people. For refugees the range of labels is even greater. These terms include 'Convention refugees', 'mandated refugees', 'quota refugees' and 'asylum seekers'. Each group is subject to different policies and processes for selection.

While it is important to respond to the particular needs of refugees and migrants, there needs to be a word of caution against labelling any group. Labelling promotes a tendency for stereotypical identities to become translated into bureaucratically assumed needs. Labels also tend to become politicised for both the labeller and the labelled. Refugees in particular are vulnerable to imposed labels and often therefore disempowered in the processes of applying them.

#### **3.1 Migrants**

Approximately 20% of migrants entering New Zealand are primary applicants under the skilled/business category.

Other migrant categories included in current policy are family reunion (for close and dependent family members), the Samoan Quota Scheme (whereby a number of Samoan citizens are able to apply for residence each year), the Pacific Access Category<sup>2</sup> (whereby a number of citizens from Kiribati, Tuvalu, and Tonga -including their partners and dependent children - settle in New Zealand each year) and the Zimbabwean Residence programme<sup>3</sup>. Young people from a range of countries are also eligible to apply for work in New Zealand under a range of Working Holiday Schemes.<sup>4</sup> In mid 2006 the government announced a temporary working visa scheme for people from the Pacific Islands.

#### **3.2 Refugees and Asylum Seekers**

New Zealand has an annual quota of 750 refugees. The categories under which refugees are resettled to New Zealand vary from year to year but generally include: protection cases, family linked cases, Women at Risk and medical/disabled. Emergency resettlement cases fall within the protection category and are generally given priority over all other resettlement cases. In order to be considered for resettlement to New Zealand, refugees must be presented by the UNHCR; interviews with NZ DoL officials follow. On arrival refugees attend a six-week residential orientation programme at the Mangere Refugee Centre. During this time they also meet the major refugee-focussed NGOs and other settlement agencies.

Asylum seekers must meet the standards set out in the definition of a refugee in the 1951 Convention<sup>5</sup>. There are only five grounds on which asylum seekers can claim

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<sup>2</sup> Fiji was previously included in the Pacific Access Category, but was excluded after the coup in December 2006.

<sup>3</sup> The Minister of Immigration approved a Special Zimbabwe Residence Policy for Zimbabwean nationals who arrived in New Zealand on or before 23 September 2004, and who are not eligible for residence under existing residence policies.

<sup>4</sup> Currently young people from 24 countries are eligible to apply; see <http://www.immigration.govt.nz/migrant/stream/work/workingholiday/> for more details.

<sup>5</sup> The UN Convention and Protocol Relating to the Status of Refugees defines a Convention refugee as

“any person who by reason of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group or political opinion (a) is outside the country of his nationality and is unable or, by reason of such fear, is

refugee status. These are race, religion, nationality, membership of a particular social group and political opinion. Nearly all asylum seekers coming to New Zealand arrive and live in Auckland. Over the past five years asylum seeker arrivals in New Zealand have dropped by 75%. This is mainly attributed to greater numbers of off-shore interdiction officers and increased and onerous requirements placed on airlines by New Zealand officials.

Over recent years, increasing numbers of asylum seekers have been detained; a practice which has been widely criticised for its intent and effect on asylum seekers. Asylum seekers who are deemed a security risk are detained in the Auckland Remand Centre. Others who are deemed to pose a lower level of risk, or whose identity is unclear are detained at the Mangere Refugee Centre. They can be released on conditions through application to the court and are then directed as to where they must live. Generally they reside at the DoL Hostel in Takinini in the community or at the Auckland Refugee Council Hostel in Blockhouse Bay.

New Zealand operates a two tier asylum system. Asylum seekers initially apply to the Refugee Status Branch of DoL. If they are unsuccessful at this stage they can appeal to the Refugee Status Appeals Authority where their case is considered afresh. They are eligible to receive legal aid during this process. As a final option, an unsuccessful claimant can apply to the High Court for a judicial review of the decision (although there is no eligibility for legal aid to do this).<sup>6</sup>

With the introduction of the Immigration Profiling Group within the DoL in mid 2005, the decision making processes surrounding residence and citizenship for refugees and asylum seekers have become more complex and are the subject of considerable concern among asylum seeking and refugee communities and those who assist them.

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unwilling to avail himself of the protection of that country, or (b) not having a country of nationality, is outside the country of his former habitual residence and is unable or, by reason of such fear, is unwilling to return to that country.”

<sup>6</sup> There are likely to be some changes to this system as a result of the current Immigration Act Review.

## 4. Demography

New Zealand's population has become increasingly diverse over the last fifty years as immigration patterns have changed, and increasingly diverse groups of migrants and refugees have arrived. International, Auckland is now considered a city of 'super-diversity'. Basic data is now available from the 2006 Census but it has not been analysed in depth as yet. The available data on culture and identity shows that:

- the ethnic make-up of New Zealand continued to change.
- The number and proportion of people who were born overseas and are now living in New Zealand has continued to increase. In 2006, 22.9 percent of people usually living in New Zealand (or 879,543 people) were born overseas, compared with 19.5 percent in 2001 and 17.5 percent in 1996.
- Source countries of people born overseas have also changed. In 2006, England remained the most common overseas birthplace, but the People's Republic of China moved from the fourth most common birthplace in 2001, to the second most common in 2006 (after England) – with the number of people born there more than doubling during this period. Australia and Samoa have dropped one place each to third and fourth, respectively in 2006.
- The number of people born in India who were living in New Zealand, more than doubled between 2001 and 2006. The number of people born in the Republic of Korea, South Africa and Fiji also increased significantly.
- more people identified with more than one ethnic group in 2006 – 10.4 percent in 2006, compared with 9.0 percent in 2001.
- 34,743 Middle Eastern, Latin American and African peoples were identified for the first time in the 2006 census making up nearly 1% of the population.
- Europeans (including people from Russia and former Soviet States and post Yugoslav State people) make up 67.6% of the population.
- Pacific Peoples, Asians and people from the Middle East, Latin America and Africa now live in all Territorial authorities in New Zealand (apart from the Chatham Islands). (See Appendix 1 for a table Summarising Territorial Authority by Ethnic Group from the 2006 Census).
- Within the Middle Eastern, Latin American and African grouping, there were 17,514 people who identified with Middle Eastern ethnic groups, 6,657 people with Latin American groups, and 10,647 people with African groups.
- Around 1 in 10, or 10.4 percent of people, identified with more than one ethnic group in 2006, compared with 9.0 percent in 2001.
- People aged 0 to 14 years were more likely than people aged 15 years and over to belong to more than one ethnic group. The differences between the youngest and oldest age groups are the most pronounced. In 2006, 19.7 percent of children were reported as belonging to two or more ethnic groups, compared with 3.5 percent of people 65 years of age and over.
- There were more new migrants in New Zealand at the time of the 2006 Census than at the time of the 2001 Census. In 2006, almost one-third (32.3 percent) of people born overseas had been living in New Zealand for four years or less, compared with 27.5 percent in 2001.
- In 2006, one-third of those born overseas (33.0 percent) had been living in New Zealand for 20 years or more.
- The median age (half are younger, and half older, than this age) of people arriving to live in New Zealand differed, depending on the area they were from. In 2006, the median age of both people born in Asia and of people born in the Pacific Islands who had been living in New Zealand for four years or less, was 26.2 years.

- The number of multilingual (people who can speak two or more languages) has continued to increase. Between the 2001 and 2006 Censuses, the number of multilingual people increased by 19.5 percent, to reach 671,658 people. In the ten years between 1996 and 2006, this number increased by 43.3 percent, from 468,711 people in 1996 to reach 671,658 people in 2006.

### **Asian Ethnic Groups**

- Asian ethnic groups grew the fastest, increasing from 238,176 in 2001 to reach 354,552 in 2006 (an increase of almost 50 percent). The number of people identifying with the Asian ethnic groups has doubled since 1996, when it was 173,502. (9.2% of the population)

### **Pacific Peoples**

- Those identifying with the Pacific peoples ethnic group had the second-largest increase from the 2001 Census, up 14.7 percent to total 265,974 people.
- Over 9 in 10 Pacific peoples (93.4 percent) living in New Zealand in 2006 lived in the North Island. The Pacific ethnic group had the highest proportion of children (people aged 0 to 14 years) of all of the major ethnic groups, at 37.7 percent

### **Auckland**

Auckland is the main location of refugee and migrant settlement, making it the most culturally, linguistically and religiously diverse region in the country. Most refugees and migrants come to New Zealand through Auckland and settle there.

- Auckland is the most ethnically diverse region in New Zealand
- 22% of the population of Auckland is now Asian
- Auckland has the highest percentage of overseas born residents than any other city in Australasia
- 22.9 percent of people in New Zealand were born overseas. For people born overseas who are now living in New Zealand, the most common birthplace was England.
- Two-thirds (66.9 percent) of Pacific peoples lived in the Auckland Region.
- There was a high proportion of young adults in the Asian ethnic group, with 3 in 10 people (31.0 percent) aged between 15 and 29 years.
- Two-thirds of people (66.1 percent or 234,222 people) who identified with one or more Asian ethnic group(s) usually lived in the Auckland Region.
- Over one-third (37.0 percent) of people who lived in the Auckland Region were born overseas, compared with the Southland Region, where around 1 in 13 people (7.6 percent) were born overseas.
- The Auckland Region had the highest proportion of usual residents born in the Pacific Islands (8.1 percent) and Asia (13.5 percent).
- Of the cities and districts, Manukau City had the highest proportion of usual residents born in the Pacific Islands (16.0 percent).
- The Auckland Region, which in 2006 had the highest proportion of usual residents born overseas and the greatest diversity of ethnic groups, also reported the highest proportion of people able to speak two or more languages of all the regions (27.1 percent, or 331,914 people).

In 2001 a higher proportion of overseas born than New Zealand born were working in both 'Professional' and 'Elementary' occupations. The regions with the highest proportion of 'Professionals' were from Europe (including Russia) South Africa and North America and South Asia, (ESANA) whereas a low proportion of migrants from

the Pacific were working as 'Professionals'. A high proportion of recent migrants from the Pacific, North Asia and South East Asia were working in 'Elementary' occupations compared to migrants from Australia and ESANA. A higher proportion of overseas born people over the age of 15 years than New Zealand born people had zero income. New Zealand born people were more likely than overseas born to have incomes between \$30,000 and \$50,000. However, the proportion with incomes over \$50,000 was similar for both the overseas and New Zealand born populations.<sup>7</sup> (Immigration Research Unit; 2003).

With increased migration from Fiji, Asia, the Middle East and Africa, there are now significant communities of Muslims, Hindus, Sikhs and Buddhists in New Zealand as well as many other smaller religious groups.

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<sup>7</sup> An analysis of migrants in the New Zealand population can be found at <http://www.dol.govt.nz/PDFs/Migrants%20in%20New%20Zealand.%20An%20Analysis%20of%202001%20Census%20Data.pdf>

## 5. Why is Support to Migrants and Refugees so important?

An increased focus on settlement, integration and diversity issues will become increasingly important in future as migrants and refugees continue to arrive from more diverse backgrounds and impact on the local economy and host communities. And as the census data shows, people from many different ethnic and national backgrounds now live in all parts of New Zealand. Ensuring newcomers are able to settle and be accepted as New Zealand residents and citizens as quickly as possible is crucial to ensuring they are able to fully participate in New Zealand economic, social and cultural life.

Successful settlement and integration is a two-way process. It requires both migrants and refugees **and** the host community<sup>8</sup> to learn, adapt, accept and respect each other.

Settlement is an open-ended process; it varies in rate from individual to individual with different aspects occurring at different times. As noted in the *Auckland Regional Settlement – Opportunities for Improving Settlement Outcomes*, usually two phases of settlement occur once refugees and migrants arrive in New Zealand:

- Initial settlement is when migrants and refugees focus on meeting their initial settlement needs. These include: finding somewhere to live; finding a job; gaining confidence in English and accessing education and health services;
- Post-settlement is when migrants and refugees, having satisfied these primary settlement needs, may then direct their energy and resources toward other settlement goals such as forming supportive social networks and participating in civic, community and social activities.

Settlement support needs vary with pre-migration experience. For refugees, the disparities are accentuated by their prior experiences of loss, trauma, war, refugee camp living and other aspects of force migration.

Pacific peoples share many of the same settlement issues faced by other migrants arriving in New Zealand (*Auckland Settlement Strategy; 2007*). Even though they have been coming to live in New Zealand for many years as a group they have disproportionately lower incomes, higher unemployment, poorer educational outcomes and poorer health and housing than New Zealand's population as a whole<sup>9</sup>. In the absence of targeted settlement services to support Pacific peoples in the initial settlement stages, these disparities are believed to have been compounded by an over-reliance on Pacific host community members to support Pacific migrants to settle in New Zealand over the last 40 years.

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<sup>8</sup> Host community usually refers to people in receiving countries who reflect the country's mainstream culture which in turn reflects their social and economic dominance. The term includes a range of established ethnic groups and Maori as Tangata Whenua. (Auckland Settlement Strategy Final Draft).

<sup>9</sup> The Ministry of Pacific Island Affairs website contains a fuller description of Pacific People's socio-economic status in the Ministry's Affairs Statement of Intent for 2005-2008. This can be found online at [www.minpac.govt.nz](http://www.minpac.govt.nz)

## **6. Government Settlement Strategies and Initiatives**

In recent years the government has had an increased focus on developing policies, strategies, plans and programmes aimed at achieving good settlement outcomes for refugees and migrants and increasing acceptance and understanding of diversity in New Zealand. These initiatives have been put in place to overcome past approaches which were ad hoc and not necessarily based on any thorough needs or situation analysis. Consequently the recently developed strategies described below are largely welcomed by refugees and migrants and by those agencies that work to support them. In themselves, the strategies are not sufficient but their development provides a sound platform for collaborative action.

### **6.1 The New Zealand Settlement Strategy**

In December 2004, the government launched the New Zealand Settlement Strategy to improve the settlement outcomes for migrants, refugees and their families. The strategy provides a whole of government framework, led by the Department of Labour, for the achievement of agreed settlement outcomes. The six goals of the strategy are to support migrants, refugees and their families to:

1. obtain employment appropriate to their qualifications and skills
2. become confident using English in a New Zealand setting or be able to access appropriate language support
3. access appropriate information and responsive services that are available to the wider community (for example housing, education and services for families)
4. form supportive social networks and establish a sustainable community identity
5. feel safe expressing their ethnic identity and be accepted by and become part of the wider host community
6. participate in civic, community and social activities.

The prime focus of central government activity to date has been focused on the first three goals as they are often seen as having an immediate impact on settlement outcomes; however government is unlikely to be able, or willing to provide all services required and will therefore rely on voluntary and community organisations to fill gaps.

Goals 4-6 relate to how community outcomes and communities relate to each other. Responding to them will require a collaborative approach between all concerned: local and central government, NGOs and community agencies. There is a definite role for the Tindall Foundation and ASB Community Trust in support of these goals.

This national level Strategy provides a framework for the development of regional and local strategies that support settlement outcomes in the areas where migrants and refugees settle.

### **6.2 The Auckland Regional Settlement Strategy.**

The Auckland Regional Settlement Strategy was developed through an extensive consultation and engagement project under the Auckland Sustainable Cities programme. As such it has been agreed to by the Auckland Territorial Local Authorities (including Rodney, Franklin and Papakura District Councils). The process included engagement with all (central and local) government agencies, NGOs, refugee and migrant groups and Pacific participants through the Ministry of Pacific Island Affairs Auckland Community Reference Group,<sup>10</sup> as outlined in the

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<sup>10</sup> The Auckland Community Reference Group is made up of individuals elected from Pacific Communities to represent them in consultations and dealings with government agencies.



methodology section of this report. Both the Auckland Regional Settlement Strategy and the New Zealand Settlement Strategy are well aligned and integrated at a strategic level.

One of the key imperatives that underpinned government funding for the development of the Auckland Regional Settlement Strategy development work was that other regions would be informed by the learnings in Auckland. The Department of Labour has been tasked with leading the development of settlement strategies in other regions, in collaboration with the range of central and local government, non-government and community stakeholder groups.

The Auckland Strategy puts forward the agreed views of key stakeholders for improving settlement outcomes in the Auckland region. The Strategy identifies opportunities and makes recommendations on how central and local government agencies, NGOs and community based organisations can better support migrants and refugees to settle.

It attempts to avoid duplication of the work of existing mainstream and targeted strategies and programmes. It takes a long term view, explicitly acknowledges that settlement is a two-way process, and encourages a regional approach to facilitating collaborative regional service delivery.

The **Vision of the Auckland Regional Settlement Strategy** seeks to ensure that:

Migrants, refugees and their families have a sense of belonging through opportunities to fully participate and contribute economically and socially in the Auckland region; and by being recognised and respected as equal and valued New Zealanders.

## **Goals**

The strategy addresses 10 goals

1. Migrants and refugees are able to access appropriate information and advice to help them to use the services available to the wider community (for example housing, education and services for families);
2. Facilitate migrant and refugee participation in employment, and their economic contribution to the Auckland region;
3. Ensure all Auckland residents from non-English speaking backgrounds have opportunities to gain English language skills so they can participate in all aspects of life including family and community, for learning and education and within the workplace;
4. Ensure healthcare services are accessible and responsive to the physical and mental health needs of migrants and refugees, and do not create health inequalities;
5. Enhance educational and settlement outcomes for refugee and migrant children and young people;
6. Assist refugees and migrants to obtain and sustain affordable and appropriate housing;
7. Support migrants and refugees to settle and connect at the local level;
8. Provide opportunities for migrant and refugee communities to contribute to and participate in policy development processes and service delivery;
9. Increase host community acceptance of migrants and refugees from diverse cultural and language backgrounds within the Auckland region;
10. Improve settlement outcomes for Pacific people.

There is some concern that there are gaps in the Strategy's focus, particularly in regard to women, children, older people as these groups are known to have even more difficulty than others accessing services. Although there is some focus on health (including mental health), and people living with disabilities in the Auckland Regional Settlement Strategy there are also concerns that many needs will remain unmet.

### **6.3 Auckland City Settlement Strategy**

Nested beneath the Auckland Regional Settlement Strategy, the Auckland City Settlement Strategy- *a Bridge to Our New People*<sup>11</sup> outlines Auckland City's aspirations in terms of support to refugees and migrants. The strategy's purpose is to

- Provide a framework for the council policies and actions
- Enable the city to meet national and regional settlement outcomes
- Build a responsive and integrated organisation that is competent in diversity management at all levels.

The strategic outcomes and actions included in the Strategy include

1. Assisting and supporting new settlers to access appropriate local information, advice and resources
2. Assist and support new settlers become connected with local communities
3. New settlers have the opportunity to maintain their culture
4. Council promotes the values of ethnic diversity of its new settler community
5. Identifying, analysing and overcoming barriers to connectivity

Other regions and cities are also in the process of developing settlement strategies. A number of City Councils also support settlement programmes (sometimes under the NZ Settlement Support Initiative). Some Councils also employ Ethnic Development Advisors.

Of particular note is the *Wellington Regional Action Plan for Refugee Health and Wellbeing*, developed through a comprehensive consultative process involving refugees, NGOs and government agencies in the Wellington region. The plan identifies over 75 actions involving 6 areas - community capacity building, living well, economic well-being, housing, knowledge and skills and safety and security.

### **6.3 Supporting and Understanding Diversity**

Alongside these settlement strategies and plans a number of government agencies have developed ethnic responsiveness plans as required by Cabinet. The development of these is monitored by the Office of Ethnic Affairs.<sup>12</sup>

The Human Rights Commission, under the office of the Race Relations Commissioner, has developed and facilitates a Diversity Action Programme which aims to connect organisations that value cultural diversity and promote positive race relations in New Zealand. The programme was a response to the desecration of Jewish cemeteries and an assault on a group of Somali youth in Wellington in July

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<sup>11</sup> More information on the Auckland City Strategy can be found at <http://www.aucklandcity.govt.nz/council/documents/citysettlement/default.asp>

<sup>12</sup> The following agencies have prepared plans or policies so far: NZ Police, Department of Internal Affairs, Department of Labour, Ministry of Social Development, Housing New Zealand Corporation, Ministry of Health, Ministry of Education, and Tertiary Education Commission.

and August 2004. Participants include community organisations, government agencies, local authorities, educational institutions, faith communities, media, sector groups, libraries and museums. The Programme has a number of strands connecting organisations around particular themes, such as diversity and the media, national language policy, interfaith cooperation and Tangata whenua. The programme also holds a New Zealand Diversity Forum annually in August. The 2007 forum will be held in Auckland.<sup>13</sup>

More recently the Human Rights Commissions released a National Statement on Religious Diversity for comment, followed by a national forum to debate the issues. The statement aims to promote religious tolerance; improve communication between government and faith communities; affirm the right to freedom of religion; and provide a framework for the development and maintenance of harmonious relationships within communities.<sup>14</sup>

The issues identified in all of the Strategies reflect international and local studies on refugee and migrant needs and aspirations.

## **6.5 Action Plans**

Action plans have been developed to support the implementation of the New Zealand Settlement Strategy and the Auckland Regional Settlement Strategy. The Settlement National Action Plan (SNAP) is a whole of government programme of action that has a policy focus and will not be released until mid 2007, along with a revised New Zealand Settlement Strategy.

The Auckland Settlement Action Plan (ASAP) focuses on actions which can be improved regionally through better planning, collaboration and the delivery of services.

Through the development of the Auckland Regional Settlement Strategy an overview of issues is provided and more than 90 opportunities for improving outcomes for refugees and migrants were identified. 48 of these have now been divided among 10 interagency work strands, which are led by senior managers from across Central and local government and NGOs. The workstrands focus on settlement related information and advice, employment, ESOL, health, education, housing, local government, input into policy and service delivery, acceptance and understanding of cultural diversity and Pacific Island issues. Those opportunities that required a shift in central government policy have been transferred to the Settlement National Action Plan.

In recent years the government has had an increased focus on developing policies, strategies, plans and programmes aimed at good settlement of refugees and migrants and acceptance and understanding of diversity in New Zealand. These initiatives were put in place to overcome past approaches which were ad hoc and not necessarily based on any thorough needs or situation analysis. Consequently the recently developed strategies described below are largely welcomed by refugees and migrants and those work to support them. On their own, the strategies are not sufficient but those developed provide a sound platform for collaborative action.

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<sup>13</sup> More information about the Diversity Action Programme can be found at <http://www.hrc.co.nz/home/hrc/introduction/tengirathenzdiversityactionprogramme/tengirathenzdiversityactionprogramme.php>

<sup>14</sup> For more information go to <http://www.hrc.co.nz/home/hrc/newsandissues/feedbackinvitedondraftnationalstatementonreligiousdivers.php>

## 6.6 Current Settlement Outcomes

The various settlement strategies and corresponding action plans well reflect the major issues of concern to refugees and migrants. However, currently there is little ongoing monitoring of settlement outcomes for refugees and migrants coming to live in New Zealand but it is clear that experiences and outcomes are very mixed.

Skilled/business migrants currently generally have good settlement outcomes, including in the area of employment. Yet their spouses and partners have significantly less success in securing employment.

There have been a number of recent reports highlighting the settlement experiences of migrants from linguistically, culturally and religiously diverse backgrounds which note recurrent themes of frequent experiences of discrimination (including in employment), high levels of employment and under employment, and difficulties accessing mainstream health, education and housing services.

Studies of refugees note similar themes, but within longer timeframes with more settlement difficulties because of their experiences of loss and trauma before arriving in New Zealand and their greater barriers to settlement than migrants, who have chosen to come to live in New Zealand. There is also evidence in New Zealand and internationally that some groups e.g. people living with disabilities, women and youth face greater barriers in participation in society.

Internationally there is an increasing reliance on skilled migrants to fill workforce needs, and competition with other OECD countries for the skilled migrant pool. New Zealand therefore needs to work hard to attract and retain skilled workers. Many migrants also come with entrepreneurial skills and yet it is unclear how well they are integrated into the New Zealand business sector.

**The range and complexity of issues migrant and refugees face means central and local government, NGOs and community groups all need to work together in a coordinated way, whilst acknowledging the role and function of each group in society.**

## 7. Government Initiatives which support the Voluntary Sector

Since 2004 the government has provided increasing funding for a range of settlement-related programmes although it is difficult to get a whole of government picture of how these have developed

Ascertaining the amount of funding received by refugee and migrant-assisting NGOs and community organisations in support of refugee resettlement or migrant settlement has proved equally difficult. As yet there is no comprehensive overview of funding across all government agencies although a stocktake of government funded programmes and activities in support of migrants and refugees is soon to be undertaken by the Settlement Division of the DoL. A summary of the information reviewed during this project is outlined below; however this is piecemeal and incomplete.

### 7.1 Settlement Support New Zealand

A key link for all these initiatives however is the *Settlement Support New Zealand* (SSNZ) package announced in Budget 2004 and which specifically supports Goal Three of the (current) New Zealand Settlement Strategy - for migrants, refugees and their families to access appropriate information and responsive services available in the wider community. Its implementation focuses on migrants' and refugees' initial settlement phase in their local communities. Consultations from which the Settlement Support NZ Initiative was developed pointed to the need for better-informed service agencies and better coordination of services that operate in the settlement arena. The initiative is designed to provide a clear point of contact for new migrants and refugees who require support in the area they have settled in; it is also designed to support mainstream responsiveness to new migrants and refugees at the local level. In order for this to occur mainstream agencies, both governmental and non-governmental need to be more closely engaged in the settlement-related focus of their local area services.

The objective of SSNZ is to develop incrementally, across key settlement areas, a national network of 19 local Settlement Support initiatives. Local initiatives will support local services involved in settlement to be more responsive to the information needs of migrants and refugees in their initial settlement phase<sup>15</sup>.

The approach taken by DoL has varied around the country. While SSNZ aims for consistent outcomes across the country, the manner in which it is implemented varies from place to place, depending on what approach is preferred by local stakeholders. To work well however, it is acknowledged that central and local government agencies need to connect better locally on common work areas. They also need to link with NGOs, and NGOs need support to engage with government actors also.

The appointment of Settlement Support Coordinators occurred in two phases. In the first phase coordinators were appointed in City Councils in North Shore, Waitakere, Porirua, Hutt, Wellington and Christchurch. In Auckland, Manukau, Hamilton and Palmerston North they are employed by NGOs. The second phase Coordinators are

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<sup>15</sup> By "initial settlement phase" DoL means the first two years of settlement for migrants and the first three years of settlement for refugees. However, this is not to deny that migrants and refugees may have the need for information beyond these years, and the establishment of a consistent national reporting system under this initiative aims to contribute to knowledge of what information migrants and refugees require throughout their settlement.

being appointed in City Councils in Whangarei, Rotorua (to include Taupo), Napier (to include Hastings), Nelson (also covering Tasman) and Dunedin. In Tauranga, New Plymouth and Invercargill they are employed by NGOs. A Pacific Coordinator is employed in Auckland by a Pacific NGO.

*Settlement Support New Zealand* endeavours to build local commitment to strengthened support for settlement by connecting government agencies (both national and central,) NGOs and migrant and refugee community leaders through a local settlement network. In each area a Settlement Support Coordinator is appointed (or will be appointed). The local Settlement Support Co-ordinator's role is to pull together local settlement knowledge and practices, and strengthen the flow of settlement information both within the local area and to the national level. The aim is to provide a comprehensive overview of local settlement needs and provision by identifying, connecting, facilitating and reporting.

Settlement Coordinators in each area provide the interface with and information flow for settlement service providers and mainstream agencies. They also establish a local Settlement Network in each area, and have a key role in identifying local needs and service gaps and overlaps, reporting on service data and key issues, ensuring migrants and refugees get access to appropriate settlement information and connecting services and ethnic groups; migrants and refugees. Local migrant and refugee communities' leaders are often engaged in settlement work on an ad-hoc basis. They too have information and support needs yet there is little opportunity for community leaders to be engaged in and updated about local settlement across the range of service provision contexts. Experience tells us that that new migrants and refugees usually contact their own community group for advice and information. It is important that these community groups and their leaders know how services that support good settlement outcomes are delivered, rather than informing people about what happened when they arrived, five or twenty-five years ago.

## **7.2 The Ministry of Social Development**

MSD (Family and Community Services) established the *Settling In* programme in 2003 in order to address longstanding issues identified by refugee and migrant communities. The programme was established in response to growing awareness that social issues were not being addressed, and that this was inhibiting good settlement outcomes in New Zealand society. *Settling In* has the key goals of:

- Identifying social service needs in refugee and migrant communities;
- Purchasing appropriate services where available;
- Developing capacity and capability in refugee and migrant communities; and
- Working intersectorally.

The *Settling In* project team works collaboratively with Government, local government, non-government organisations and community agencies to respond to the needs of refugee and migrant communities within a community development framework.

*Settling In* currently operates in 7 regions throughout New Zealand; Auckland, Hamilton, Hawkes Bay, Wellington, Nelson/Tasman, Marlborough and Christchurch.

There are three strategic areas where *Settling In* primarily concentrates its expertise and resource.

- Collaboration
- Social Inclusion
- Capacity and Capability Building

*Settling In* works directly with members of refugee and migrant communities to help them find solutions to their own needs. Settlement needs vary around the country depending on the community demographics and existing opportunities, networks and services within those areas dedicated to supporting good settlement. *Settling In* aims to be flexible in acknowledging regional differences and providing appropriate responses as required. The principal focus of the project is on refugee and migrants and the interface between their communities and the wider host community. It draws on expertise of the local coordinators who have knowledge of community development and intersectoral networks and relationships.

A continuum of support has been identified for the communities and involves a range of levels of support, advice and capacity building. The projects the programme supports cannot fully meet the needs of all refugee and migrant communities.

MSD also provides support to community groups through the **Enterprising Communities Grant Scheme** (which replaced the CEG's scheme). To date only one migrant assisting group has received funding from this programme; others have struggled to meet the capacity threshold required and MSD is no longer able to provide capacity building support to groups applying. Four other groups still receive funding from MSD under the **Migrant Employment Assistance** programme funded through the migrant levy, initially administered by DoL and now managed by MSD.

### **7.3 Education and TEC**

In some centres, refugee family programmes support inter-generational learning, for example Auckland Somali Community School of Adult Literacy; Christchurch Somali Community Literacy Programme; Selwyn Community College Refugee Adult ESOL Programme for Burmese Mothers; Victory School, Nelson Refugee Adult ESOL Programme; Ethiopian Literacy Programme for Families in Cultural Transition.

The MoE *Computers in Homes for refugee families* initiative, currently available in Auckland, Hamilton, Wellington and Christchurch, aims to empower the communities of refugee backgrounds by providing them with the tools and skills to become active participants in online activities. Each year up to 80 targeted refugee families with high needs receive a recycled computer and complete the 10 week computer training programme.

The TEC provides core support to the National Association of ESOL Home Tutors.

### **7.4 DoL Support for Refugee Resettlement**

The DoL funded the *Strengthening Refugee Voices* initiative in 2006 which aims to achieve a more sustainable and effective engagement of refugees in resettlement dialogues and in the development and implementation of the Settlement Strategy at local, regional and national levels.

DoL is also a major funder of ARMS and a number of other Auckland based NGOs including the CAB, Relationship Services, Auckland Chamber of Commerce and the Chinese New Settlers Service

## **8. Mapping Private Funding**

In addition to reviewing information available regarding government funding for refugees and migrant support, a small scale mapping of private and local government sources of funding was carried out through an internet-based search of the *Fundview* database and some additional information from the J.R. McKenzie Trust.

An additional search was made through city council websites, to find any local community board funding in support of refugees and migrants but found only a small minority of councils listed recipients of local grants on their websites. This was included in the search of private funders as the funding provided by Councils is on the whole relatively small scale.

For each funder with a website, lists of grant recipients for any financial years mentioned on the site (generally the last financial year, or the one prior) were read through to find funding of any possible migrant, ethnic, Pacific Island or refugee-related organisations, projects or events.

Information on grants from the ASB Community and Tindall Foundation was also reviewed but not included in the following brief analysis. On the whole both grantmakers agree that they have made fewer grants than would be expected to migrant and refugee supporting organisations, and applicants from this group have a higher than average decline rate than other groups. Neither organisation has a monitoring and evaluation system which readily allows tracking of migrant and refugee support grants.

### **8.1 Limitations of the mapping**

The mapping exercise had some severe limitations including the fact that some funders mentioned the recipient, but not the exact amount, while others mentioned the amount, but not the purpose or the project for which funding was given. A further limitation is the absence of information about support for sport and recreation from, for example SPARC, which is a source for some community groups, especially for children and youth sports teams and activities. Nor does the information capture funding granted to mainstream agencies which provide support to refugees and migrants.

### **8.2 Summary of funding**

The data available is patchy and reflects somewhat inconsistent recording of information on funder websites. Consequently it has only been used to illustrate the main trends and the most salient issues. While this analysis of funding is in no way comprehensive, or indeed rigorous, a number of patterns emerge.

In general grants from private funding appear to be very small scale with more than half of all grants being between \$1,000 and \$5,000. Two thirds of grants were \$5,000 or below and nearly 85% of all grants listed were under \$10,000.

The brief overview of the data conducted also shows fewer grants going to Pacific island groups than others and in general they received smaller grants than other organisations. The reasons for this are not clear, but could be because Pacific Islands based organisations are better mainstreamed, or provided for more through the Ministry of Pacific Islands Affairs.

Few organisations were awarded grants over \$25,000. RMS Refugee Resettlement, the Shakti family and ESOL Home Tutors appear to have received the most grants



and their grants were on the whole of a larger size. This does not imply they were well or over funded, as the measures were comparative.

Such small scale, projectised grants makes it extremely difficult for organisations to run ongoing programmes which really make a difference in refugees and migrants lives. While administering small grants can help build the capacity of community organisations through giving them an opportunity to be involved in project management, they do not lend themselves to sustainable community development.

Looking at the types of grant, in general it seems grants went to ethnic based organisations (more than 40%) Little specific data on the nature of the grants given was available however it appears that quite a number of grants were directed towards holding events or meetings. Social services grants (included those for budgeting) appear to be directed at activities, programmes, and administration and volunteer expenses. However their size and projectised nature makes it hard for organisations to plan for any long term engagement with the communities they serve.

Interestingly, few grants seem to be directed at employment initiatives, even though this is a major resettlement issue. This could reflect grant makers interests, or as is more likely, a general lack of capacity among refugee and migrant based organisations in working on employment issues. It is possible that grants in support of employment and enterprise have been picked up by the Work and Income Enterprising Communities programme, although the capacity threshold for eligibility for the programme appears to be quite high.

## **9. Overseas Approaches to Philanthropy in Support of Migrants and Refugees**

To further inform the suggested strategies and areas of focus for the ASB Community Trust and Tindall Foundation a brief internet based search of overseas approaches taken by philanthropic organisations in the area of refugee and migrant support was undertaken.

### **9.1 Increased Awareness**

Grantmakers in both North America and Europe are increasingly aware that refugee and immigrant issues are among of the most prominent social issues affecting communities. Some believe therefore that support for migrants and refugees is not a specialist funding niche, but at the core of social, economic, political and human rights issues throughout Europe and North America (in both urban and rural areas) and that every issue is an immigration issue. (GCIR 2005). They therefore recognise an increasing role for philanthropic organisations in the support for the integration of refugees and migrants, respect for human rights and the rule of law. In doing this, funders' reports note the need to keep in mind that integration is a "dynamic, two-way process which demands acceptance from both the receiving society and the migrant individuals or communities concerned". (Kunicka 2006). The impulse for much of the increase in activity has been the perceived scapegoating of immigrants, and particularly refugees in the name of the war on terror and the realisation that inter-group relations will be an issue that many communities, towns and cities will need to address for years to come. Unfortunately, reports of hate crimes have become common place in some areas unused to diversity or with a long history of racism (GCIR 2002).

Funders note that they need to also realise that new groups continue to arrive with different problems and needs; and more established groups make their way to new places and areas where they continue to face ignorance, discrimination and in some cases violence. Simultaneously, there is a need to recognise the diversity within immigrant communities and overcome stereotypes.

### **9.2 Networks, Consortia and Partnerships**

Increased awareness has been paralleled by the emergence of networks, funding consortia and partnerships of grant makers with an interest in immigrant and refugee issues. Funders new to the issues often collaborate with other funders to explore a new area, take more risks, enrich their learning experience, and leverage their grant dollars. (GCIR 2002)

In Europe, the European Foundation Centre's (EFC) *Diversity, Migration and Integration Interest Group* focuses on three major themes; migration and migrant integration, racism and xenophobia and Islam in Europe. The group acts as a platform for sharing information regarding common areas of interest which members hope will develop into a contact point with external actors, including the European Commission.

In the US, *Grant Makers Concerned with Immigrants and Refugees* (GCIR) (which has more than 1,200 members) seeks to advance the contributions and address the needs of increasingly diverse immigrant and refugee populations. GCIR provides grantmakers with opportunities for learning, networking, and collaboration, as well as information resources that:

- Enhance philanthropy's awareness of issues affecting immigrants and refugees;

- Deepen the field's understanding of how these issues are integral to community building in today's dynamic social, economic, and political environment; and
- Increase philanthropic support for both broad and immigrant/ refugee-focused strategies that benefit newcomer populations and strengthen the larger society. (GCIR 2005)

The EFC and the GCIR have both sought to identify good practice among funders. The EFC identified five areas in support of funding to minorities and multiculturalism and in support of equality:

- Holistic approaches
- Cooperation with and empowerment of self-organisations
- Fostering civil dialogue and actions for unpopular causes
- Joining forces through cooperation and
- Working toward a civil society

In addition to these activities in support of migrants, Foundations can also focus on host communities through

- Engaging others in the community and create cross-sector partnerships that increase the synergy of action;
- Help leverage public funding to build resources to support migrant integration;
- Stimulate new policy development on a local level, promote standards;
- Assist with translating existing policy into community practice;
- Create neutral space in their community for discussions, involve and engage the wider public;
- Develop new or strengthen existing organisations which work in the field of migrant integration;
- Promote social inclusion, equality and diversity; tackle discrimination and prejudice.

(Foundation 2002)

Funders also express an interest in wanting to learn more about the issues themselves, with grantmakers conferences including sessions on migrants and refugees, or special one off meetings being held to discuss issues of common concern.

### **9.3 Cross-cutting issues**

Support for refugees and migrants is cross cutting rather than a separate issue for most philanthropic organisations. For example, the John Lyons Foundation in London provides support to a number of migrant and refugee groups through their programmes which support parents and children.

Similarly funders have increasingly realised the correlation between race and the experience of poverty, (although not all funders are comfortable with naming racism) placing refugee and migrant issues firmly on the agenda for funders concerned with social justice and equity. (Foundation 2002)

### **9.4 Areas of Support**

For most funders, activities which provide support at the local level are given high importance because this is where integration has to work in practice. (Kunicka 2006 February).

Across Europe and North America, grantmakers are **supporting integration** through support to

- help migrants access services
- encourage migrants to take on their own initiatives and control their own future
- employment programmes
- promote social inclusion, equality, diversity and tackling disadvantage, discrimination and prejudice.
- promoting access to and participation in a wide range of activities.
- empower people from migrant and refugee communities by strengthening participation and confidence to enable them to adapt to society and contribute to it.

The Fieldstone Alliance (Yan; 2006) developed specific advice for Foundations supporting refugees. They note that working with refugee communities is time consuming- but deeply rewarding and suggest that Foundations:

- continue to provide funds for specific programs—but don't limit those (as is often the case) to education for youth who finish high school, housing for elderly, or individuals who want to pursue their higher education
- designate funds for employment programs that help refugees move up from assembly workers to supervisory positions
- hold educational forums that focus on helping refugees move from the adjustment phase faster by promoting programs that increase the capacity of refugees
- promote programs that help refugees get involved in systems change or in the political process
- designate funds to support study or research about a refugee community's programs and their successful models
- commit to funding for the long-term; refugee adjustment takes decades

In the US, a small but growing number of funders provide increasing **support for long-term immigration reforms and to restore immigrants civil rights and civil liberties** to pre 9/11 2001 levels. Wider than this support, there is growing awareness among grantmakers that immigrant and immigration related issues have mobilised people with widely divergent points of view. As a consequence philanthropists have seen a role in

- promoting civil dialogue and debate of human rights and social justice.
  - shaping a shared vision of the future through support for collaborative research, extending self-sufficiency programmes for immigrants, expand immigrant civic participation, strengthen immigrant led organisations, strengthen inter-ethnic relations and collaboration in order for immigrants to participate as full members of society.
  - supporting settlement
- (Kelly 2006) (Mannion 2006)

Gaining **employment** is a challenge to refugees in North America and Europe. In both Canada and the UK, foundations have not only provided support to projects assisting refugees and migrants become job ready, they have set up fora in order to help build up high level business contacts to help secure jobs for those that were ready. (For example the City Parochial Foundation Employability Forum and Business in the Community *Race for Opportunity Programme* in London, or the Maytree Foundation supported Toronto Region Immigrant Employment Council).

Most grantmakers with concern for refugee and immigrant issues also provide **capacity building support** to refugee or immigrant led organisations and organisations that work with refugees and migrants in order to assist them to better respond to settlement needs and the changing environment around them. Capacity building support includes access to legal services (so that migrants can protect their employment and housing rights, obtain health care and adjust their immigration status), technology, support for improving not-for-profit management, and strengthening leadership.

Certain competency areas have emerged as being critical factors in the success of capacity building efforts with refugee and immigrant-led organisations. The four identified areas include;

- knowledge of the context and skills in cultural competence and bridging language barriers,
- on-going experiences which builds knowledge of different communities on an ongoing basis,
- the use of a range of participative methods and approaches in a well paced manner and
- transparency about capacity building provider's own values and those of the models and frameworks used

(Fieldstone 2005)

A number of strategic funding opportunities that can help bridge differences among immigrant groups and between immigrants and the host community and which are relevant to New Zealand have been identified:

- Ongoing research on the economic incorporation of immigrants
- Support for the dissemination of high-quality research to communities, organizations, journalists, and policymakers concerned with the unemployment of migrants and with immigration and immigrant integration policies.
- Ongoing documentation and dissemination of promising practices in intergroup relations involving immigrants
- Public education and media campaigns to increase understanding of immigration, particularly refugee and migrant contributions to the economy. Public education should include the use of tools of popular culture (e.g. music, live performance, film, television, radio) as well as more established non-profit strategies such as community meetings
- Education of local civic and political leaders in new immigrant gateways to increase their understanding of the immigrant experience
- Educational activities that enable participants to teach others about historical and contemporary facts regarding race, racism, immigration status, gender, class, sexual orientation, and culture.
- The development of model programs to integrate immigrants into their new communities, particularly in areas that are unaccustomed to diversity or areas where diversity is being redefined.
- The development of new leaders of all ages who have a multiethnic and multiracial vision and perspective.
- Programs that encourage participants to examine their conscious and unconscious attitudes about race, immigration status, gender, class, sexual orientation, and culture.
- Encouragement and opportunities for participants and leaders to take action in addressing racial reconciliation.
- Multiracial, multiethnic coalition building and campaigning at the local, state, and national levels, among diverse immigrant groups and between migrants and

native-born communities on issues of common concern, such as enforcement of worker protection laws and improvements in public education.

- Support efforts to reform the ways in which organizations, institutions, and systems operate in order to lessen racial disparities and eliminate discrimination.

## **9.5 Approaches to Grant making**

Support for refugees and migrants often takes a different approach than required in mainstream grant making. The City Parochial Foundation has adopted a proactive approach, engages in dialogue with funded organisations and aims to develop trust between the funder and grantees by visiting and helping those which are unused to making applications. GCIR members with experience in the area suggest attention to the following considerations in evaluating a grant request or engaging in an effort to promote positive intergroup relations and migrant settlement.

- Begin with clear definitions, goals, and objectives. Have an explicit conversation about indicators of success and milestones along the way to maintain accountability and to measure impact.
- Bring all groups involved to the table at the beginning of the process. Not doing so will create barriers that will be difficult to overcome.
- Be ready to invest a significant amount of time; the process can be tedious, but it can reap enormous rewards.
- Consider each grant a mutual learning experience for the grantmaker and the grantee that can produce innovative solutions.
- Add value by helping grantees connect with and learn from other organizations
- Build in a strong evaluation component, so that the learnings can be shared.

## **10. Suggested areas of Focus for consideration by New Zealand Philanthropic Trusts and Grantmakers**

Reviewing the information available and emerging approaches overseas, a number of gaps and areas of high need emerge which could be filled by the ASB Community Trust and/or the Tindall Foundation. Both organizations are now developing strategies in line with the findings of this report and their own mandates. However there is space and a need for other grantmakers to also support refugees and migrants in New Zealand.

**Work with migrants and refugees is cross sectoral and doesn't focus on just one area of life. It is therefore important for New Zealand based grant makers to ensure refugee and migrant issues are integrated into all aspects of their work.** Many issues pertinent to refugees and migrants are well reflected in the existing foci of many grant making organisations. Specific programmes could also be developed to focus on the following areas;

### **10.1 Employment**

The structure of the New Zealand economy whereby 80% of NZ businesses employ less than five people means that the majority of employers feel they are unable to take the perceived risks in employing migrants and refugees.

An important factor in obtaining employment for refugee and migrant groups is being offered the opportunity to 'get a foot in the door' of New Zealand employers. However they face a number of barriers in getting these opportunities. The barriers they encounter which philanthropic organisations could provide support to help overcome through grants to mainstream and refugee and migrant focussed organisations include:

- work experience to overcome lack of NZ experience
- professional bodies acting as 'gatekeepers' and presenting barriers for achieving professional recognition
- lack of support for matching job opportunities and skills
- miscommunication arising as a result of similar role titles, but different responsibilities
- work to overcome overt discrimination which has led to increasing unemployment and underemployment, forcing migrants and refugees to accept lower rates of pay and / or people being employed in roles unrelated to their experience and qualifications
- high childcare costs, especially where migrants are underemployed

Other ways in which migrants and refugees could find increased access in to appropriate employment include;

- addressing negative stereotypes
- promotion of the positive experiences of employing migrants and refugees
- support for studies which highlight the positive economic significance of employing migrants and refugees
- employment preparation programmes, especially for young people.

Refugees face even greater barriers to employment than migrants do. For example, they are disproportionately represented in Work and Income benefit statistics. From 2001 – 2006 the benefit rate for refugees rose, from 57 per cent to 62 per cent. New Zealand's annual refugee quota was targeted to help those in greatest need of refuge, and many had limited skills or English on arrival. The benefit rate remains

highest, at 79 per cent, among the 750 refugees selected every year under New Zealand's United Nations quota. In recent years they have come mainly from Iraq, Somalia, Ethiopia, Afghanistan and Burma.

The benefit rate is lower, 43 per cent, for those who came by themselves and claimed asylum on arrival.<sup>16</sup>

Refugees and asylum seekers are obviously a group in need of tailored assistance else it is likely that refugees will establish themselves as long-term beneficiaries, compounding the risk of cross-sectoral and intergenerational issues. Unemployment is also an important factor influencing levels of anxiety and mental health problems among refugees.

In addition to the barriers faced by migrants, refugees face additional problems because of

- low levels of English language and literacy skills which are themselves highly significant predictors of differential labour market outcomes
- no pre-arrival preparation for the NZ employment market
- difficulties transitioning from benefit to work
- employer attitudes
- expectations from within refugee families and communities

Approaches which can assist refugees gain employment include:

- enhanced employment planning
- language support
- ongoing support for English acquisition
- job preparation and work experience programmes
- mentoring programmes
- partnerships between migrant and refugee assisting organisations and employers
- a greater focus on young people
- support for women (including provision of childcare)

## **10.2 Increasing Access to Services**

Refugee and migrants face significant barriers in accessing education and health (especially mental health), including education for children, services for the elderly and people with disabilities.

Refugee communities voice concern at the lack of liaison between schools and families and their communities. Research and experience highlight the importance of children (and adults) knowing their heritage language to reinforce their identity, sense of self worth and culture. Some would go as far as saying knowledge maintenance of their mother tongue is the right of all children. It is equally important that adults have opportunities to access ESOL classes that are appropriate and timely. (These should however be well coordinated with other providers). There is a role of philanthropic organisations in supporting

- school/community partnerships.
- child care whilst mothers attend ESOL classes
- bilingual early childhood programmes.

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<sup>16</sup> NZ Herald 24 April 2007.



- community schools providing classes in mother tongue for refugee and migrant children (including support to promote Pacific languages which are at risk).
- ESOL for adults
- Health promotion (including mental health initiatives)
- Increased services for the elderly
- Provision of services and programmes for children and young people
- Services for older people

Although the government now operates Language Line, a telephone service that offers clients of participating government agencies free interpreting in 39<sup>17</sup> different languages and the NGO CAB multilingual Information Service (based at ARMS in Mt Roskill), there are significant gaps in interpreting and translation services, particularly in Auckland.

### **10.3 Capacity Building, Strengthening Refugees' and Migrants' Voices and Advocacy**

Refugee and migrant based organisations would like to develop the capacity to advocate, plan and provide services to their own communities and participate fully in the public arena and in public debates. Community based services generally include programmes covering a range of services including social, health, ESOL, early childhood as well as services for specific demographic groups such as youth, older people and women. There is a need also to increase and resource community based services, run for and by migrants and refugees in these areas.

At the same time there is a need to strengthen the ability of mainstream services in the voluntary sector to work with migrant and refugee clients. Of these services which are delivered in partnership with communities help ensure they meet needs (including those of the most marginalised) and contribute to building community strengths and capacity. Refugees and migrants should always be included in all phases of programme development, implementation, monitoring and evaluation affecting them.

Capacity building programmes supported should follow good practice in the area.

The government may well provide some support for these initiatives in future but is unable to fund activities which involve advocacy aimed at government agencies. Independent funding is required for these sorts of initiatives.

### **10.4 Support for Asylum Seekers and Human Rights**

Refugee and asylum issues are intrinsically linked to human rights concerns. Although the number of asylum seekers has dropped in recent years, those who do arrive need support throughout the asylum seeking process and as they settle in New Zealand. They receive less support than quota refugees, and their lives are increasingly in limbo through the work of the Immigration Profiling Group. Asylum seeking support groups and human rights groups often provide the only voice on the issues involved and the only available services.

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<sup>17</sup> Information on participating agencies can be found at [http://www.ethnicaffairs.govt.nz/oeawebsite.nsf/wpg\\_url/Language-Line-Participating-Agencies-Index](http://www.ethnicaffairs.govt.nz/oeawebsite.nsf/wpg_url/Language-Line-Participating-Agencies-Index)

## **10.5 Initiatives which increase understanding and acceptance of refugees and migrants in New Zealand society.**

There is scope for support of programmes at a number of levels here. They include

- Support for research activities and fora which add to the understanding of refugee and migrant experiences in New Zealand
- Programmes which build understanding of the background of refugees and migrants and highlight the benefits of migration to New Zealand.
- Initiatives which improve relationships between different groups at a local level.
- Opportunities which allow everyday New Zealanders to learn more of migrant and refugee cultures (E.g. the Chinese lantern Festival).
- Support media involvement in developing understanding in the host community

## **10.6 Collaborative Work with other Philanthropic Organisations and Foundations**

Migrant, refugee and ethnic diversity issues cut across the interest of all areas of society, including the major areas of focus of some other national foundations. Synergy could be obtained through increased collaboration and contact with organisations such as the Asia NZ Foundation, or the Pacific Cooperation Foundation

## **10.7 Activities which promote and develop philanthropy in New Zealand**

Through their membership of Philanthropy New Zealand and their contact with other grantmakers, the Tindall Foundation and ASB Community Trust have a role in helping other grantmakers understand the philanthropic traditions of migrant and refugee groups in New Zealand. This could be initiated by the Tindall Foundation or ASB Community Trust through the proposed Philanthropy New Zealand and OCVS regional forums for grantmakers.

Further developing a greater understanding of other philanthropic traditions, such as *zakat* in the Muslim community would also be a valuable contribution<sup>18</sup>.

## **10.8 Ways of Working**

As well as focusing on certain areas grantmakers can make a difference in the lives of refugees and migrants, the way they work is important. It is important that grantmakers take time to:

- develop their knowledge of refugee and migrant groups in New Zealand; this is likely to involve increased community outreach
- enter into dialogue with groups so that requirements are understood.
- ensure the application processes are clear and accessible.
- develop relationships with one or two key organizations or clusters of organizations working on particular issues and fund them more significantly over a number of years, with annual milestones determining ongoing funding. This will help overcome the current situation whereby organisations receive small scale ad hoc funding on an annual basis making ongoing programming difficult.
- work closely with other funders to ensure duplication does not occur.

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<sup>18</sup> *Zakat* is one of the five pillars of Islam which provide the framework for Muslim life. Giving *zakat* means "giving a specified percentage on certain properties to certain classes of needy people" and is a practice widely practiced by New Zealand Muslims.

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## Appendix 1. Ethnic Group By Region <sup>19</sup>

### Territorial Authority by Ethnic Group<sup>(1)</sup> for the Census Usually Resident Population Count

2006 Census

### Territorial Authority by Ethnic Group<sup>(1)</sup> for the Census Usually Resident Population Count

2006 Census

Territorial Authority	European	Māori	Pacific Peoples	Asian	Middle Eastern, Latin American and African	Other Ethnicity			Total People
						New Zealander	Other 'Other' Ethnicity	Total Other	
Far North District	29,958	22,113	1,572	783	135	4,671	24	4,692	50,313
Whangarei District	50,232	17,604	1,680	1,623	189	8,265	21	8,286	69,837
Kaipara District	13,140	3,810	450	174	24	1,746	9	1,752	17,127
Rodney District	70,221	7,470	1,830	2,628	303	10,986	45	11,031	85,845
North Shore City	135,015	12,519	6,537	37,197	3,594	19,599	120	19,710	200,091
Waitakere City	103,446	22,890	26,823	28,323	2,712	14,562	93	14,652	175,299
Auckland City	207,951	29,847	50,166	93,522	6,804	28,878	183	29,058	382,539
Manukau City	125,796	47,343	86,616	66,720	4,560	16,887	186	17,070	310,335
Papakura District	26,223	11,376	4,380	3,501	480	3,762	21	3,783	42,879
Franklin District	41,427	8,526	1,986	2,832	132	6,351	15	6,366	55,506
Thames-Coromandel District	19,596	4,017	324	372	72	3,456	12	3,471	25,053
Hauraki District	12,972	3,177	363	303	24	1,845	3	1,848	16,650
Waikato District	28,464	10,662	978	1,116	120	4,737	21	4,758	41,253
Matamata-Piako District	22,947	3,885	303	855	108	3,591	9	3,600	29,463

<sup>19</sup> Statistics New Zealand QuickStats About New Zealand's Population and Dwellings accessed on 7/12/2006 at <http://www.stats.govt.nz/NR/rdonlyres/CCA37BF2-2E49-44D4-82AB-35538608DEFD/0/quickstatsaboutnzspopanddwellings1.pdf>

Hamilton City	80,619	24,579	5,139	13,047	1,848	13,026	66	13,086	123,381
Waipa District	32,865	5,382	462	717	84	5,208	12	5,220	41,148
Otorohanga District	6,168	2,355	141	153	15	984	0	984	8,742
South Waikato District	13,413	6,711	2,565	444	48	2,046	3	2,049	21,291
Waitomo District	5,403	3,639	213	117	12	876	0	876	8,997
Taupo District	20,967	8,643	843	540	66	3,705	12	3,717	30,678
Western Bay of Plenty District	29,031	6,924	723	984	72	5,952	3	5,958	39,882
Tauranga City	74,913	16,569	1,836	3,444	375	13,749	18	13,767	100,488
Rotorua District	38,076	22,734	2,808	2,733	246	6,672	39	6,711	62,526
Whakatane District	18,282	13,203	693	501	69	3,204	15	3,213	31,311
Kawerau District	3,144	4,047	249	117	3	366	0	369	6,627
Opotiki District	3,945	4,884	213	81	15	672	3	672	8,238
Gisborne District	22,662	19,758	1,299	729	87	3,852	12	3,864	41,766
Wairoa District	3,543	4,797	165	102	9	585	3	585	7,905
Hastings District	45,603	16,233	3,459	1,905	330	8,178	12	8,190	68,076
Napier City	39,081	9,813	1,383	1,404	204	7,716	18	7,731	53,970
Central Hawke's Bay District	9,423	2,694	258	102	21	1,611	0	1,608	12,651
New Plymouth District	51,300	9,369	999	1,749	165	9,414	12	9,429	66,510
Stratford District	7,164	972	33	84	6	1,074	0	1,077	8,655
South Taranaki District	18,807	5,478	333	318	54	3,153	3	3,156	25,248
Ruapehu District	7,959	4,953	279	264	27	1,368	12	1,380	12,645
Wanganui District	30,591	9,075	990	981	96	4,356	12	4,368	41,217
Rangitikei District	10,098	3,456	228	126	30	1,890	6	1,896	14,112
Manawatu District	21,552	3,867	408	351	45	4,335	3	4,338	27,669
Palmerston North City	52,512	11,316	2,754	5,409	801	9,192	36	9,225	73,551
Taranua District	12,927	3,489	225	222	33	2,151	3	2,154	17,142
Horowhenua District	21,555	6,078	1,014	768	69	3,393	3	3,396	28,965
Kapiti Coast District	35,517	5,481	963	1,071	93	5,958	18	5,976	44,640
Porirua City	26,199	9,645	12,264	2,085	237	4,092	12	4,104	46,122
Upper Hutt City	28,287	5,199	1,650	1,521	249	4,629	15	4,644	37,428
Lower Hutt City	61,896	16,281	10,095	8,361	1,059	9,600	18	9,618	95,421
Wellington City	121,293	13,335	8,931	22,854	3,615	18,309	78	18,384	172,971

Masterton District	17,169	3,726	597	366	54	2,670	12	2,682	22,032
Carterton District	5,703	678	108	78	18	828	3	831	6,870
South Wairarapa District	6,894	1,089	141	138	18	1,107	3	1,113	8,532
Tasman District	35,715	3,063	333	567	108	6,342	9	6,348	43,200
Nelson City	33,504	3,615	708	1,065	153	5,829	21	5,850	41,679
Marlborough District	32,019	4,275	642	639	195	6,624	9	6,630	40,830
Kaikoura District	2,664	591	33	54	18	468	0	468	3,456
Buller District	7,575	804	63	78	24	1,458	0	1,458	9,345
Grey District	10,284	1,098	147	150	24	2,214	0	2,217	12,885
Westland District	6,162	1,014	69	120	21	1,362	6	1,365	7,929
Hurunui District	8,505	594	39	72	33	1,434	0	1,437	10,083
Waimakariri District	34,662	2,856	267	435	57	6,036	3	6,039	41,769
Christchurch City	255,366	25,725	9,465	26,631	2,862	43,671	114	43,782	338,748
Selwyn District	26,016	2,010	291	804	174	5,604	15	5,616	32,832
Ashburton District	22,224	1,641	381	357	117	3,765	0	3,762	27,054
Timaru District	34,122	2,619	381	606	84	6,786	3	6,786	42,000
Mackenzie District	2,865	165	21	141	12	678	0	678	3,696
Waimate District	5,562	372	42	42	6	1,437	6	1,443	7,041
Chatham Islands Territory	375	369	9	3	0	42	0	42	573
Waitaki District	16,551	1,089	222	354	21	2,589	0	2,589	19,686
Central Otago District	13,116	1,161	96	168	42	2,643	6	2,649	16,218
Queenstown-Lakes District	16,902	1,266	156	1,020	351	3,060	3	3,066	21,426
Dunedin City	90,468	7,362	2,535	6,129	840	15,579	54	15,627	114,891
Clutha District	13,161	1,485	135	123	30	2,655	0	2,655	16,464
Southland District	22,077	2,616	162	306	45	4,734	0	4,737	27,810
Gore District	9,315	1,116	69	102	9	1,854	3	1,854	11,763
Invercargill City	38,166	6,690	1,233	741	93	7,272	12	7,284	48,864
Area Outside Territorial Authority	246	30	6	24	3	45	0	42	336
<b>Total</b>	<b>2,609,589</b>	<b>565,329</b>	<b>265,974</b>	<b>354,552</b>	<b>34,743</b>	<b>429,429</b>	<b>1,494</b>	<b>430,881</b>	<b>3,860,163</b>

(1) Includes all of the people who stated each ethnic group, whether as their only ethnic group or as one of several ethnic groups. Where a person reported

more than one ethnic group, they have been counted once in each applicable group.

**Note:** This data has been randomly rounded to protect confidentiality. Individual figures may not add up to totals, and values for the same data may vary in different tables



